

Message Text

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PAGE 01 NAIROB 03970 01 OF 03 231833Z

44

ACTION IO-13

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PARIS FOR UNESCO, ROME FOR FODAG, VIENNA FOR UNIDO,
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TAGS: UNDP, EAID

SUBJECT: CERP 0008 UNDP: EVALUATION OF UN ASSISTANCE PROGRAMS

REFS A) STATE 72386, B) 75 NAIROBI 3099, C) 75 NAIROBI 3467

D) 74 STATE A-1149, E) 73 AIDTO CIRC A-676

SUMMARY

THIS EVALUATION OF UNDP ASSISTANCE TO KENYA FOLLOWS FORMAT
OF STATE 72386. UNDP PRAISES FOR HIS ROLE IN IMPROVING DONOR
COORDINATION, PARTICULARLY AT PROGRAM LEVEL. PROJECT APPRAISAL
MECHANISM CONTINUES TO BE FAULTY WITH USAID RECEIVING ONLY ONE
PROJECT FOR REVIEW AND COMMENT OVER PAST YEAR. UN'S FINANCIAL
CRISIS HAS SEVERELY RESTRICTED CY 76 PROGRAM AND WILL SIMILARLY
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PAGE 02 NAIROB 03970 01 OF 03 231833Z

LIMIT CY 1977 ACTIVITIES.

A. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM

1. UNDP CONTINUES TO PLAY MAJOR ROLE WITH REGARD TO ALL UN SYSTEM ACTIVITIES IN KENYA. WITH RESPECT SOME UN BODIES HERE, E.G. WHO, RESREP SEES THEM AS INDEPENDENT OF AND EQUAL TO UNDP. OTHER UN SYSTEM ELEMENTS, SUCH AS UNFPA, FAO, UNIDO, CONSIDER AS UNDER, RATHER THAN EQUALS, UNDP. RESREP OFFICE'S RELATIONSHIP WITH ALL UN ORGANIZATIONS APPEARS QUITE GOOD, INCLUDING COLLABORATION ON PROJECT-SPECIFIC ACTIVITIES AS WELL AS QUARTERLY HEADS AGENCY MEETINGS BETWEEN FAO, UNDP AND UNFPA. THESE MEETINGS CHAIRED BY UNDP RESREP. UNDP-IBRD RELATIONSHIP QUITE CLOSE, COORDINATED, ALTHOUGH NOT AS COMPLEMENTARY OR MUTUALLY REINFORCING AS MIGHT BE. USAID SEES SEVERAL AREAS WHERE PROJECT SPECIFIC COORDINATION COULD BE BENEFICIAL

IN LIVESTOCK, FOR EXAMPLE, THERE SEVERAL UNDP TECHNICAL ASSISTANCE PROJECTS (RANGE RESEARCH, FEED LOT OPERATIONS, WILD-LIFE MANAGEMENT) WHICH HAVE POTENTIAL RELATIONSHIP TO MAJOR IBRD CAPITAL ASSISTANCE ACTIVITY, OTHER AREAS OF OVERLAPPING EMPHASIS INCLUDE HYDROELECTRIC POWER AND URBAN WATER SYSTEMS.

2. UNDP HOST GOVERNMENT RELATIONSHIPS-FOR ALL DONORS IN KENYA ALL ACTIVITIES CHanneled THROUGH MINFINANCE AND PLANNING WHICH, WITH SO-CALLED OPERATIONAL MINISTRIES, CONSTITUTE MAIN CONTACTS. UNDP NO EXCEPTION. RESREP DESCRIBES MINFIN AND PLANNING AS COOPERATIVE AND UNDERSTANDING. THIS REMARK IN REFERENCE TO RECENT JOINT EXERCISE OF PRIORITIZING PROJECTS, CUTTING BUDGETS ACROSS BOARD, AND IN SOME CASES SCRUBBING ACTIVITIES. JOINT EXERCISE IN RESPONSE TO UNDP FINANCIAL CRISIS, WHICH DISCUSSED IN MORE DETAIL PARA C BELOW. RESREP ALSO ADDED THAT MINFINANCE AND PLANNING FOUND WHOLE EXERCISE EXTREMELY FRUSTRATING AS IT PLACES HIGH VALUE ON SOME TYPES UN ASSISTANCE DUR NON-POLITICAL NATURE.

3. UNDP NAIROBI-UNNY RELATIONSHIP: RESREP PERSONALLY FEELS NEW UNDP ADMINISTRATOR BRADFORD MORSE IMPROVEMENT OVER PREDECESSOR. SPECIFICALLY, HE SEES CHANCE FOR GREATER "GIVE AND TAKE" BETWEEN FIELD AND HEADQUARTERS. RESREP BEMOANED RETRACTION OF RESREP AUTHORITY TO APPROVE SPECIFIC PROJECTS COSTING LIMITED OFFICIAL USE

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PAGE 03 NAIROB 03970 01 OF 03 231833Z

\$150,000 OR UNDER BUT ANTICIPATES REINSTATEMENT THIS DELEGATION OF AUTHORITY WHEN FINANCIAL PROBLEMS EASE.

4. TREND TOWARD GREATER FIELD AUTONOMY SEEMS TO HAVE ALREADY HIT NAIROBI. REPORTEDLY, REPRESENTATIVES ALL UN AGENCIES TO BE RAISED TO STATUS "RESIDENT REPRESENTATIVES" WHICH COULD GIVE THEM EQUAL STANDING WITH UNDP RESREP. FYI, CHANGE ANNOUNCED TO FAO AT RECENT CONFERENCE IN WEST AFRIA. USAID/EMBASSY BELIEVE

CHANGE HAS POTENTIAL TO DILUTE AUTHORITY UNDP HEAD AND TO REVERSE
PROCESS STRENGTHENING HIS AUTHORITY IN JACKSON REPORT.

B. COORDINATION OF EXTERNAL ASSISTANCE

1. USAID/EMBASSY PLEASED REPORT CONSIDERABLE IMPROVE-
MENT THIS IMPORTANT AREA OVER RATHER NEGATIVE REPORT LAST
YEAR(REF B). FORMAL COORDINATION PRIMARILY LIMITED OT
PROJECT-SPECIFIC ACTIVITIES, BUT UNDP AND EXECUTING AGENCIES
(INCLUDING IBRD) WELCOME AND INDEED SOLICIT PARTICIPATION
OTHER DONERS IN MULTI-DONOR PROJECT ACTIVITIES. USAID HAS JUST
GONE THROUGH MAJOR LIVESTOCK PROJECT SUPERVISION MISSION
MANAGED BY IBRD; IN SIX DONOR FAMILY PLANNING PROJECT, UNDP
RESREP TOOK LEADIN SUGGESTING ESTABLISHMENT QUARTERLY DONOR-
MINHEALTH MEETINGS. HOWEVER, MOST PROGRES OVER PAST YEAR IN
DONRO COORDINATION WAS ON HIGHER LEVEL OF PROGRAMMING. IN ADDI-
TION OT CONTINUED VEHICLE OF LUNCHEONS REPORTED REF B, UNDP IN
COOPERATION WITH USAID, IBRD AND UK TOOK INITIATIVE IN INSTITUTING
BI-MONTHLY DONR MEETINGS. WHILE DONR LUNCHEONS GIVE OPPORTUNITY
FOR VARIOUS GOK MINISTRIES TO AIR THEIR OWN DEVELOPMENT ACTIVITIES,
DONOR MEETINGS ALLOW FOR SUBSTANTIVE DISCUSSION OF ISSUES AND
ASSISTANCE PROGRAMS. WHILE GOK WARE THESE MEETINGS, THEY DO
NOT ATTEND. HOWEVER, IN ADDITION THERE ARE QUARTERLY ".MINI-
CONSULTATIVE GROUP" MEETINGS INVOLVING DONORS AND GOK
TO DISCUSS ISSUES OF INTEREST TO GOK AND CG MEMBERS IN PERIOD
BETWEEN BIANNUAL CG MEETINGS.

2. UNDP CONTINUES TO PRODUCE USEFUL OVERALL TABULATION
ON DONRO ASSISTANCE. MORE FREQUENT DONR CONTACT, WHICH IN
LARGE PART RESULTS FRON NEW MECHANISM DESCRIBED BELOW, HAS
LED TO INCREASED BILATERAL-TO-BILATERAL DONR OEXCHANGES OF PROGRAM
INFORMATION, E.G., USAID HAS RECEIVED MINUTES OF RECORD
OF GOK-FRG, GOK-UK, GOK-DENAMRK AND GOK-NETHERLANDS
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PAGE 04 NAIROB 03970 01 OF 03 231833Z

AID NEGOTIATIONS. USAIS ALSO HAS ACCESS TO PROJECT EVALUATION
REPORTS OF SOME OTHER BILATERAL DONORS.

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PAGE 01 NAIROB 03970 02 OF 03 231842Z

44

ACTION IO-13

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LIMITED OFFICIAL USE SECTION 2 OF 3 NAIROBI 3970/2

C. FINANCIAL RESTRAINTS

1. UNDP RECEIVED NEWS OF FORTY PERCENT REDUCTION IN CY 1976 EXPENDITURE LEVEL IN NOV 75, ONLY TWO DAYS PRIOR ANNUAL GOK-UNDP COUNTRY PROGRAM REVIEW. ANNUAL REVIEW EXERCISE, THEREFORE, ESSENTIALLY WAS INSTEAD SESSION OF PRIORITIZING PROJECTS, POSTPONING NEW ACTIVITIES AND SEVERELY CUTTING BUDGETS, RESULT IS THAT UNDP CAN WORK WITHIN CY 1976 EXPENDITURE LEVEL OF \$2,350,000 BUT THIS AT EXPENSE OF ACROSS-THE-BOARD CUTS. THERE NOW ABSOLUTELY NO FLEXIBILITY FOR NEW ACTIVITIES. FOLLOWING INFORMAL DONOR DISCUSSION IN DECEMBER, UNDP CIRCULATED IN JANUARY LIST OF AFFECTED PROJECTS TO DONORS FOR THEIR INFORMATION AND POSSIBLE CONSIDERATION FOR DONOR SUPPORT. IN COMPARING JANUARY LIST AGAINST 1976 EARMARKINGS OF COUNTRY PLAN, TEN PROJECTS WITH TOTAL OF \$981,000 EARMARKED FOR 1976 WERE POSTPONED AT LEAST ONE YEAR. AN ADDITIONAL ELEVEN PROJECTS WITH ORIGINAL EARMARKINGS OF \$1,537,000 WERE CUT IN 1976 TO \$1,007,000. UNDP INVITATION TO DONORS TO PICK UP POSTPONED FOR SCALED-DOWN PROJECTS MIT WITH LIMITED OFFICIAL USE

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PAGE 02 NAIROB 03970 02 OF 03 231842Z

LITTLE RESPONSE.

2. RESREP SEES FINANCIAL CRISIS CONTINUING IN CY 1977, AND EXPECTS ALLOWABLE EXPENDITURES TO BE HELD AT SAME LEVEL AS CY 1976, \$2,350,000. FOR NEXT 1977-1981 FIVE-YEAR CYCLE, RESREP ANTICIPATES IPF OF \$27.5 MILLION, WHICH NEARLY DOUBLE 1972-1976 IFP OF \$14.7 MILLION. (BELIEVE THIS TO BE OVERLY OPTIMISTIC). NOTE

THAT 1975-1977 COUNTRY PROGRAM PREVIOUSLY BORROWED \$10 MILLION OF 1977-1981 IPF, WHICH WILL PROBABLY NECESSITATE BORROWING AGAINST 1982-1986 IPF. SUGGEST PROGRAMMING CYCLE APPROACH BY UNDP BE DISCUSSED UN/NY. RESREP ADDED THAT IPF FIGURE OF \$27.5 MILLION WILL, AS IN PAST, INCLUDE TWENTY PERCENT CONTINGENCY FACTOR, BUT USAID/EMBASSY BELIEVE THIS MAY BE TOO LOW FOR A FIVE-YEAR IPF.

D. CURRENT UNDP COUNTRY PROGRAM SPANS 1975-1977. PER ABOVE, RESREP ANTICIPATES 1977 TO BE ANOTHER "CRISIS" YEAR BUT WITH SIGNIFICANT ADVANCEMENT IN 1978 AND ONWARD. NEW COUNTRY PROGRAM STILL IN PRELIMINARY STAGES AND HAS ADVANCED ONLY AS FAR AS GENERAL CONCEPTUAL LEVEL DISCUSSION WITH SENIOR MINFIN AND PLANNING PERSONNEL. RESREP STATED NEXT COUNTRY PROGRAM DUE EFFECTIVE JANUARY 1978. IN TERMS PROJECT ACTIVITY RESREP SEES NEW PROGRAM INVOLVING FEWER LONG-TERM ADVISORS AND USING MORE SHORT TERM TDY CONTRACTORS INSTEAD. LONG TERM ADVISORS, HOWEVER, MIGHT PLAY ROLE IN PLANNING AND POLICY FUNCTIONS. 1975-77 COUNTRY PROGRAM REPRESENTED INCREASED CONCENTRATION IN KEY SECTORS AND SUBSECTORS SUCH AS AGRICULTURE, WATER DEVELOPMENT, AND RESREP ANTICIPATES EVEN GREATER CONCENTRATION IN THESE AREAS FOR NEXT COUNTRY PROGRAM. NEW PROJECT ACTIVITY IN MARGINAL AREAS, SUCH AS ELECTRICITY, MANUFACTURING, LIKELY TO BE MINIMAL.

E. PROJECT EVALUATION AND IMPLEMENTATION. TRIPARTITE REVIEW SYSTEM OPERATIVE ON ANNUAL BASIS. RESREP DESCRIBED TRIPARTITE REVIEWS AS "GOOD, USEFUL EXPERIENCE" INVOLVING RESREP'S OFFICE UN EXECUTING AGENCY, MINFIN AND PLANNING AND GOK OPERATING MINISTRY. IN USAID VIEW FORMAL TRIPARTITE REVIEW SYSTEM NOT EFFECTIVE BY ITSELF. ALTHOUGH DECISIONS MAY BE REACHED AT TRIPARTITE REVIEW SESSION, THERE IS OBVIOUS LACK FOLLOW-UP AND FORCEFULNESS

MANY OF PROBLEM PROJECTS NOTED IN LAST YEAR'S CERP ARE PROBELMS THIS YEAR, HAVING EXACT SAME DIFFICULTIES. FOR EXAMPLE, LAST CERP LIMITED OFFICIAL USE

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PAGE 03 NAIROB 03970 02 OF 03 231842Z

REPORT CITED UNDP ASSISTANCE TO MANAGEMENT TECHNICAL ASSISTANCE CENTRE AND PROBLEM WITH LACK OF GOK COUNTERPARTS AS THERE WERE ONLY SIX INSTEAD OF PLANNED 47. FOR THIS YEAR'S REPORT, RESREP REPORTED NO CHANGE. BELIEVE PROJECT WILL TERMINATE JUNE 1976 AHEAD OF SCHEDULE. OTHER MEDIOCRE ACTIVITIES INCLUDE INDUSTRIAL SURVEY PROMOTION CENTRE. SPECIFIC PROBLEMS ARE NOT KNOWN BUT DECEMBER 1973 TRIPARTITE REVIEW RECOMMENDED AN EXTERNAL EVALUATION. GOK DID NOT RESPOND UNTIL MAY 1975, AND EVALUATION COMPLETED LAST FALL WITH RECOMMENDATION THAT UNIDO (EXECUTING AGENCY) PLAY MORE ACTIVE AND DYNAMIC ROLE. HOWEVER, AS RESULT BUDGET CRISIS, 1976 EARMARKED FUNDING FOR THIS ACTIVITY REDUCED FROM \$225,000 TO \$200,000. SUCCESSFUL PROJECTS INCLUDE EXPLORATION AND DEVELOPMENT OF GEOTHERMAL POWER (ALSO CITED LAST YEAR) WHICH HAS DEMONSTRATED

TECHNICAL FEASIBILITY OF EXPLOITING UNDERGROUND STEAM RESOURCES.
NEXT STEP IS FEASIBILITY STUDY TO ASSESS ECONOMIC AND COMMERCIAL
POTENTIAL. ONE SPINOFF IS THAT RESREP WOULD LIKE TO PRODUCE TECHNICAL
MANUAL ON STEAM DRILLING USING TECHNIQUES DEVELOPED AS
RESULT THIS PROJECT.

BEEF INDUSTRY DEVELOPMENT PHASE III AGAIN CITES AD "SUCCESS"
WITH PROVEN TECHNICAL/COMMERCIAL FEASIBILITY LEADING TO QPDMER-/#
PDIAL REPLICATION.

THIRD SUCCESS EXAMPLE IS UNDP ASSISTANCE TO HORTICULTURAL
CROPS DEVELOPMENT AUTHORITY IN AREAS EXPORT MARKETING, GRADING
AND PACKING PROCEDURES. RESREP REPORTS EXPORT VOLUME
DOUBLED OVER LAST THREE YEARS.

F. APPRAISAL OF PROPOSED PROJECTS. ONLY ONE PROJECT PROPOSAL
SUBMITTED FOR REVIEW/COMMENT TO USAID OVER PAST YEAR. THIS
CAME IN JUST AFTER LAST YEAR'S CERP 0008 REPORT AND WAS
REPORTED REF C. THEREFORE, SYSTEM DESCRIBED REFS D AND E
STILL NOT IMPLEMENTED ALTHOUGH WITH CURRENT HIATUS IN NEW
PROJECTS THERE REALLY NO OPPORTUNITIES FOR REVIEW AND COMMENT.
WISH EMPHASIZE THAT USAID STAFF SHORTAGES AND HEAVY WORKLOAD
EFFECTIVELY PRECLUDE FULL APPRAISAL UNDP PROPOSALS. BEST
MISSION CAN DO IS ATTEMPT KEEP INFORMED OF ACTIVITIES RELATING
TO AID PROGRAM THROUGH INFORMAL CONTACTS UNDP AND EXECUTING
AGENCIES. GIVEN THERE NO REVIEW OF PROPOSALS IN NEARLY ONE
YEAR, HAVE NOT HAD OPPORTUNITY VIEW NEW UNDP PROJECT DOCUMEN-
TATION FORMAT.

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PAGE 04 NAIROB 03970 02 OF 03 231842Z

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PAGE 01 NAIROB 03970 03 OF 03 231838Z

44

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G. WOMEN IN DEVELOPMENT

1. THERE LITTLE ACTIVITY ON THIS FRONT IN PAST YEAR. RESREP UNABLE THINK OF ANY PROJECT ACTIVITIES SPECIFICALLY TARGETED ON WOMEN. HOWEVER, ANY PROJECT DIRECTED TOWARD GRASS-ROOTS LEVEL AGRICULTURE, WATER DEVELOPMENT OR RURAL DEVELOPMENT BOUND TO HAVE SIGNIFICANT IMPACT ON WOMEN, GIVEN WOMEN'S TRADITIONAL ROLE IN KENYA SOCIETY AS AGRICULTURE LABORER AND PRODUCER. IN SOME AREAS THERE HIGH DEGREE MALE MIGRATION TO CITY, AND WOMEN'S ROLE IN AGRICULTURE OFTEN ELEVATED TO THAT OF FARM MANAGER.

2. WOMEN IN "EXPERT" CATEGORIES INCLUDE UNDP DEP RESREP (WHO ALSO RESPONSIBLE FOR LIAISON WITH UNEP), UNICEF PROGRAM OFFICER, AND TWO KENYANS ON UNDP PROGRAMMING STAFF. AT LEAST ONE OF THESE HAS REPORTED CONSIDERABLE FRUSTRATION EXPERIENCED IN GETTING MALE COLLEAGUES TO FOCUS ON OR TREAT SERIOUSLY WOMEN IN DEVELOPMENT ISSUES. UNICEF PROGRAM

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PAGE 02 NAIROBI 03970 03 OF 03 231838Z

OFFICER WAS ACTIVE IN VARIOUS EFFORTS RELATING INTERNATIONAL WOMEN'S YEAR BUT HAD FEW FUNDS/PROGRAMS TO ENABLE SIGNIFICANT CONTRIBUTION.

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